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TAGS: [KTIP](#) [ELAB](#) [KCRM](#) [KPAO](#) [KWMN](#) [PGOV](#) [PHUM](#) [PREL](#) [SMIG](#) [AO](#)  
SUBJECT: ANGOLA -- 2009 TIP REPORT: PRESS GUIDANCE AND  
DEMARCHE

REF: (A) STATE 59732 (B) STATE 005577

11. This is an action cable; see paras 5 through 7 and 10.

12. On June 16, 2009, at 10:00 a.m. EDT, the Secretary will release the 2009 Trafficking in Persons (TIP) Report at a press conference in the Department's press briefing room. This release will receive substantial coverage in domestic and foreign news outlets. Until the time of the Secretary's June 16 press conference, any public release of the Report or country narratives contained therein is prohibited.

13. The Department is hereby providing Post with advance press guidance to be used on June 16 or thereafter. Also provided is demarche language to be used in informing the Government of Angola of its tier ranking and the TIP Report's imminent release. The text of the TIP Report country narrative is provided, both for use in informing the Government of Angola and in any local media release by Post's public affairs section on June 16 or thereafter. Drawing on information provided below in paras 8 and 9, Post may provide the host government with the text of the TIP Report narrative no earlier than 1200 noon local time Monday June 15 for WHA, AF, EUR, and NEA countries and OOB local time Tuesday June 16 for SCA and EAP posts. Please note, however, that any public release of the Report's information should not/precede the Secretary's release at 10:00 am EDT on June 16.

14. The entire TIP Report will be available on-line at [www.state.gov/g/tip](http://www.state.gov/g/tip) shortly after the Secretary's June 16 release. Hard copies of the Report will be pouched to posts in all countries appearing on the Report. The Secretary's statement at the June 16 press event, and the statement of and fielding of media questions by G/TIP's Director and Senior Advisor to the Secretary, Ambassador-at-Large Luis CdeBaca, will be available on the Department's website shortly after the June 16 event. Ambassador de Baca will also hold a general briefing for officials of foreign embassies in Washington DC on June 17 at 3:30 pm EDT.

15. Action Request: No earlier than 12 noon local time on Monday June 15 for WHA, AF, EUR, and NEA posts and OOB local time on Tuesday June 16 for SCA and EAP posts, please inform the appropriate official in the Government of Angola of the June 16 release of the 2009 TIP Report, drawing on the points in para 9 (at Post's discretion) and including the text of the country narrative provided in para 8. For countries where the State Department has lowered the tier ranking, it is particularly important to advise governments prior to the Report being released in Washington on June 16.

16. Action Request continued: Please note that, for those countries which will not receive an "action plan" with specific recommendations for improvement, posts should draw host governments' attention to the areas for improvement identified in the 2009 Report, especially highlighted in the "Recommendations" section of the second paragraph of the narrative text. This engagement is important to establishing the framework in which the government's performance will be judged for the 2010 Report. If posts have questions about

which governments will receive an action plan, or how they may follow up on the recommendations in the 2009 Report, please contact G/TIP and the appropriate regional bureau.

¶7. Action Request continued: On June 16, please be prepared to answer media inquiries on the Report's release using the press guidance provided in para 11. If Post wishes, a local press statement may be released on or after 10:30 am EDT June 16, drawing on the press guidance and the text of the TIP Report's country narrative provided in para 8.

¶8. Begin Final Text of Angola,s country narrative in the 2009 TIP Report:

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Angola (TIER 2 Watch List)  
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Angola is a country of origin for women and children trafficked internally for the purpose of domestic servitude and young men trafficked for the purpose of forced agricultural labor. Women and children, primarily, are trafficked to South Africa, the Democratic Republic of the Congo, Namibia, and Portugal. Young boys are trafficked to Namibia to herd cattle. Children are also forced to act as couriers in cross-border trade between Namibia and Angola as part of a scheme to skirt import fees. Traffickers successfully targeted children and adults, usually women, from poorer families, who enter into work agreements with relatives or contacts in other cities or provinces that subsequently prove to be coerced and exploitive. Unaccompanied migrant children are highly vulnerable to trafficking; trafficking victims have been found among them.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these overall significant efforts, the Government of Angola has not investigated, prosecuted, or convicted any trafficking offenders; therefore, Angola is placed on Tier 2 Watch List. Interagency cooperation on trafficking issues increased, however, as have the government,s efforts to raise the public,s awareness of the dangers of trafficking.

Recommendations for Angola: Enact laws to prohibit and punish all forms of trafficking in persons; increase the capacity of law enforcement officials to identify and protect victims; systematically collect data on offenses, victims, and prosecutions; and report on these activities.

Prosecution  
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The Government of Angola made inadequate efforts to address human trafficking through law enforcement means over the last year. Official data on criminal prosecutions and convictions during the last year was not made available, although information from other sources indicates that law enforcement agents arrested six people for suspected trafficking-related activity near the border. Angola does not have a comprehensive law that specifically prohibits trafficking in persons, which constrained its anti-trafficking efforts. Draft revisions to the Penal Code, which would criminalize trafficking of children for commercial sex or forced labor, were not finalized. No draft amendments would specifically prohibit trafficking adults. Provisions in the constitution and other laws prohibiting forced and bonded labor, rape, prostitution, pornography, kidnapping, and illegal entry could be used to prosecute trafficking cases. Penalties of up to eight years, imprisonment for such crimes are sufficiently stringent and commensurate with those prescribed for other serious crimes. In December 2008, the Ministry of Interior, in partnership with IOM, conducted several training seminars for counter-trafficking investigators and agents from the Directorate of National Criminal Investigations, the Frontier Guard, and the Migration and Immigrant Service. In consultation with NGOs, the government continued to work on an anti-trafficking National Action Plan.

## Protection

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The Angolan government continued to rely heavily upon religious, civil society, and international organizations to protect and assist victims of trafficking over the past year.

The government,s National Children,s Council worked with UNICEF to develop Child Protection Networks (CPNs), which serve as SOS Centers for trafficking victims between the ages of 9 and 16. The CPNs offered rescue services, health, legal and social assistance, and family reunification. No information was available about the number of victims assisted at the CPNs. Government personnel refer victims over the age of 16 to shelters and services provided by the Angolan Association for Women, an NGO that receives government support. There is no formal system to identify victims of trafficking among high-risk populations. Past campaigns to raise awareness and periodic training by the IOM improved officials, capacity to identify victims but was not effectively put into practice. Under Angolan law, victims of sex trafficking may bring criminal charges against their traffickers, but may not seek compensation. The law did, however, provide for compensation to victims of forced or bonded labor. Current laws did not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution. Current laws also penalized victims for offenses committed as a direct result of being trafficked.

## Prevention

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The Angolan government made modest efforts to prevent trafficking during the past year. The government did not record data on trafficking, nor did it systemically monitor its anti-trafficking efforts. The government strengthened immigration controls at border posts, although restricted resources did not allow full implementation of planned border security improvements. To prevent child trafficking, the Immigration Service operated selected border and internal checkpoints to screen children for proper documentation. Six mobile provincial teams from the National Children,s Council continued to conduct spot checks of suspected child trafficking routes by stopping vehicles transporting children to check identity cards, determine the adults, relationship to the children, and ascertain whether parents had given permission for the children to travel. Trafficking awareness was highlighted as part of a broad campaign to protect children. As part of this program, government statements against child prostitution and abuse of children,s rights appeared frequently in national media. In partnership with the IOM, the Ministry of the Interior organized a series of counter-trafficking training seminars that gained significant attention throughout the country. The government made no visible effort to reduce the demand for commercial sex acts. Angola has not ratified the 2000 UN TIP Protocol.

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19. Post may wish to deliver the following points, which offer technical and legal background on the TIP Report process, to the host government as a non-paper with the above TIP Report country narrative:

(begin non-paper)

-- The U.S. Congress, through its passage of the 2000 Trafficking Victims Protection Act, as amended (TVPA), requires the Secretary of State to submit an annual Report to Congress. The goal of this Report is to stimulate action and create partnerships around the world in the fight against modern-day slavery. The USG approach to combating human trafficking follows the TVPA and the standards set forth in the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (commonly known as the "Palermo Protocol"). The TVPA and the Palermo Protocol recognize that this is a crime in

which the victims, labor or services (including in the "sex industry") are obtained or maintained through force, fraud, or coercion, whether overt or through psychological manipulation. While much attention has focused on international flows, both the TVPA and the Palermo Protocol focus on the exploitation of the victim, and do not require a showing that the victim was moved.

-- Recent amendments to the TVPA removed the requirement that only countries with a "significant number" of trafficking victims be included in the Report. Beginning with the 2009 TIP Report, countries determined to be a country of origin, transit, or destination for victims of severe forms of trafficking are included in the Report and assigned to one of three tiers. Countries assessed as meeting the "minimum standards for the elimination of severe forms of trafficking" set forth in the TVPA are classified as Tier 1. Countries assessed as not fully complying with the minimum standards, but making significant efforts to meet those minimum standards are classified as Tier 2. Countries assessed as neither complying with the minimum standards nor making significant efforts to do so are classified as Tier 3.

-- The TVPA also requires the Secretary of State to provide a "Special Watch List" to Congress later in the year. Anti-trafficking efforts of the countries on this list are to be evaluated again in an Interim Assessment that the Secretary of State must provide to Congress by February 1 of each year. Countries are included on the "Special Watch List" if they move up in "tier" rankings in the annual TIP Report -- from 3 to 2 or from 2 to 1 ) or if they have been placed on the Tier 2 Watch List.

-- Tier 2 Watch List consists of Tier 2 countries determined: (1) not to have made "increasing efforts" to combat human trafficking over the past year; (2) to be making significant efforts based on commitments of anti-trafficking reforms over the next year, or (3) to have a very significant number of trafficking victims or a significantly increasing victim population. As indicated in reftel B, the TVPRA of 2008 contains a provision requiring that a country that has been included on Tier 2 Watch List for two consecutive years after the date of enactment of the TVPRA of 2008 be ranked as Tier 3. Thus, any automatic downgrade to Tier 3 pursuant to this provision would take place, at the earliest, in the 2011 TIP Report (i.e., a country would have to be ranked Tier 2 Watch List in the 2009 and 2010 Reports before being subject to Tier 3 in the 2011 Report). The new law allows for a waiver of this provision for up to two additional years upon a determination by the President that the country has developed and devoted sufficient resources to a written plan to make significant efforts to bring itself into compliance with the minimum standards.

-- Countries classified as Tier 3 may be subject to statutory restrictions for the subsequent fiscal year on non-humanitarian and non-trade-related foreign assistance and, in some circumstances, withholding of funding for participation by government officials or employees in educational and cultural exchange programs. In addition, the President could instruct the U.S. executive directors to international financial institutions to oppose loans or other utilization of funds (other than for humanitarian, trade-related or certain types of development assistance) with respect to countries on Tier 3. Countries classified as Tier 3 that take strong action within 90 days of the Report's release to show significant efforts against trafficking in persons, and thereby warrant a reassessment of their Tier classification, would avoid such sanctions. Guidelines for such actions are in the DOS-crafted action plans to be shared by Posts with host governments.

-- The 2009 TIP Report, issuing as it does in the midst of the global financial crisis, highlights high levels of trafficking for forced labor in many parts of the world and systemic contributing factors to this phenomenon: fraudulent recruitment practices and excessive recruiting fees in workers, home countries; the lack of adequate labor

protections in both sending and receiving countries; and the flawed design of some destination countries, "sponsorship systems" that do not give foreign workers adequate legal recourse when faced with conditions of forced labor. As the May 2009 ILO Global Report on Forced Labor concluded, forced labor victims suffer approximately \$20 billion in losses, and traffickers, profits are estimated at \$31 billion. The current global financial crisis threatens to increase the number of victims of forced labor and increase the associated "cost of coercion."

-- The text of the TVPA and amendments can be found on website [www.state.gov/g/tip](http://www.state.gov/g/tip).

-- On June 16, 2009, the Secretary of State will release the ninth annual TIP Report in a public event at the State Department. We are providing you an advance copy of your country's narrative in that report. Please keep this information embargoed until 10:00 am Washington DC time June 16. The State Department will also hold a general briefing for officials of foreign embassies in Washington DC on June 17 at 3:30 pm EDT.

(end non-paper)

¶10. Posts should make sure that the relevant country narrative is readily available on or through the Mission's web page in English and appropriate local language(s) as soon as possible after the TIP Report is released. Funding for translation costs will be handled as it was for the Human Rights Report. Posts needing financial assistance for translation costs should contact their regional bureau's EX office.

¶11. The following is press guidance provided for Post to use with local media.

Q1: Why was Angola downgraded from Tier 2 to Tier 2 Watch list this year?

¶A. The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Despite these overall significant efforts, the government of Angola has not investigated, prosecuted or convicted any trafficking offenders; therefore, Angola is placed on Tier 2 Watch List. Interagency cooperation on trafficking issues increased, however, as have the government's efforts to raise the public's awareness of the dangers of trafficking.

Q2: What is the nature of the trafficking problem in Angola?

¶A. Angola is a country of origin for women and children trafficked internally for the purpose of domestic servitude and young men trafficked for the purpose of forced agricultural labor. Women and children, primarily, are trafficked to South Africa, the Democratic Republic of the Congo, Namibia, and Portugal. Young boys are trafficked to Namibia to herd cattle. Children are also forced to act as couriers in cross-border trade between Namibia and Angola as part of a scheme to skirt import fees. Traffickers successfully target children and adults, usually women, from poorer families, who enter into work agreements with relatives or contacts in other cities or provinces that subsequently proved to be coerced and exploitive. Unaccompanied migrant children are highly vulnerable to trafficking; trafficking victims have been found among them.

Q3: How could Angola improve its anti-trafficking efforts?

¶A. The government could enact laws to prohibit and punish all forms of trafficking in persons; increase the capacity of law enforcement officials to identify and protect victims; systematically collect data on offenses, victims, and prosecutions, and report on these activities.

¶12. The Department appreciates posts, assistance with the preceding action requests.

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